

***NATIONAL MARINE FISHERIES SERVICE PROCEDURE 34-103-01***  
***August 14, 2013***

***Facilities and Equipment***  
***Facilities Management, NMFSPD 34-103***

***FACILITY CONSOLIDATION PROPOSALS***

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**OPR:** F/MB6 (Leivers)

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***SUMMARY OF REVISIONS:***

Signed \_\_\_\_\_ /s/ \_\_\_\_\_ August 14, 2013  
Gary C. Reisner Date  
Chief Financial Officer

**Background:**

During the November 2012 NOAA Fisheries' Leadership Council discussion on planning for future budgets, the group requested guidance for objectively evaluating existing NMFS facilities in order to develop proposals for consolidation.

**Introduction:**

First and foremost, common sense prevails. Financial Management Centers (FMC) are expected to consider factors that may impact the ability to execute mission priorities. In instances where the decision is straightforward, provides clear Government efficiencies, and there are no foreseeable internal or external obstacles, FMCs should coordinate internally and execute accordingly.

Proposals for facility consolidation are prepared by FMCs for decision by the Assistant Administrator for Fisheries (AA).

The outlined procedure addresses the facility component of consolidation. Antecedent programmatic decisions are outside the scope of this procedure -- including the underlying programmatic evaluation addressing management and scientific operations. Programmatic decisions are generally based on the elimination of a requirement to perform a function, the discontinued availability of a location, or the need to pare functions based on other influencing factors (examples: budgetary or stakeholder); or, some combination.

### Procedure:

1. FMC prepares a decision memorandum request (Appendix B), signed by the FMC Director and submitted to the NMFS Chief Financial Officer (CFO). The FMC Director is the requesting/recommending official.
2. The NOAA Fisheries Office of Management and Budget (F/MB) will evaluate the request for policy, budget, facilities (including evaluation of IT resource impacts), and workforce issues and provide recommendation and input. The CFO will provide a final F/MB recommendation:
  - a. Endorsed -- no comments or comments not affecting endorsement.
  - b. Endorsed/Concerns – endorsement, but issues identified.
  - c. Caution – significant issues identified that may impact ability to execute (significant either in size or time required to address).
  - d. NOT Endorsed – based either on disagreement with programmatic determination or issues that would affect execution.

Requests with a recommendation of NOT Endorsed or Caution will be returned to the FMC with the specific issues identified. The FMC may retool the proposal and resubmit for re-evaluation to F/MB.

3. Once the proposal receives an endorsement by the CFO, the request is forwarded by the CFO to the Science Director, Deputy Assistant Administrator (DAA) for Regulatory Programs (DAA/R), and the DAA for Operations (DAA/O). Each will provide a recommendation and input, with notification to each other, the FMC, and the CFO:
  - a. Endorsed -- no comments or comments not affecting endorsement.
  - b. Endorsed/Concerns – endorsement, but issues identified.
  - c. Caution – significant issues identified that may impact ability to execute (significant either in size or time required to address).
  - d. NOT Endorsed – based either on disagreement with programmatic determination or issues that would affect execution.

Requests with a recommendation of NOT Endorsed or Caution will be returned to the FMC with the specific issues identified. The FMC may retool the proposal and resubmit for re-evaluation to the Science Director, the DAA/R, and the DAA/O.

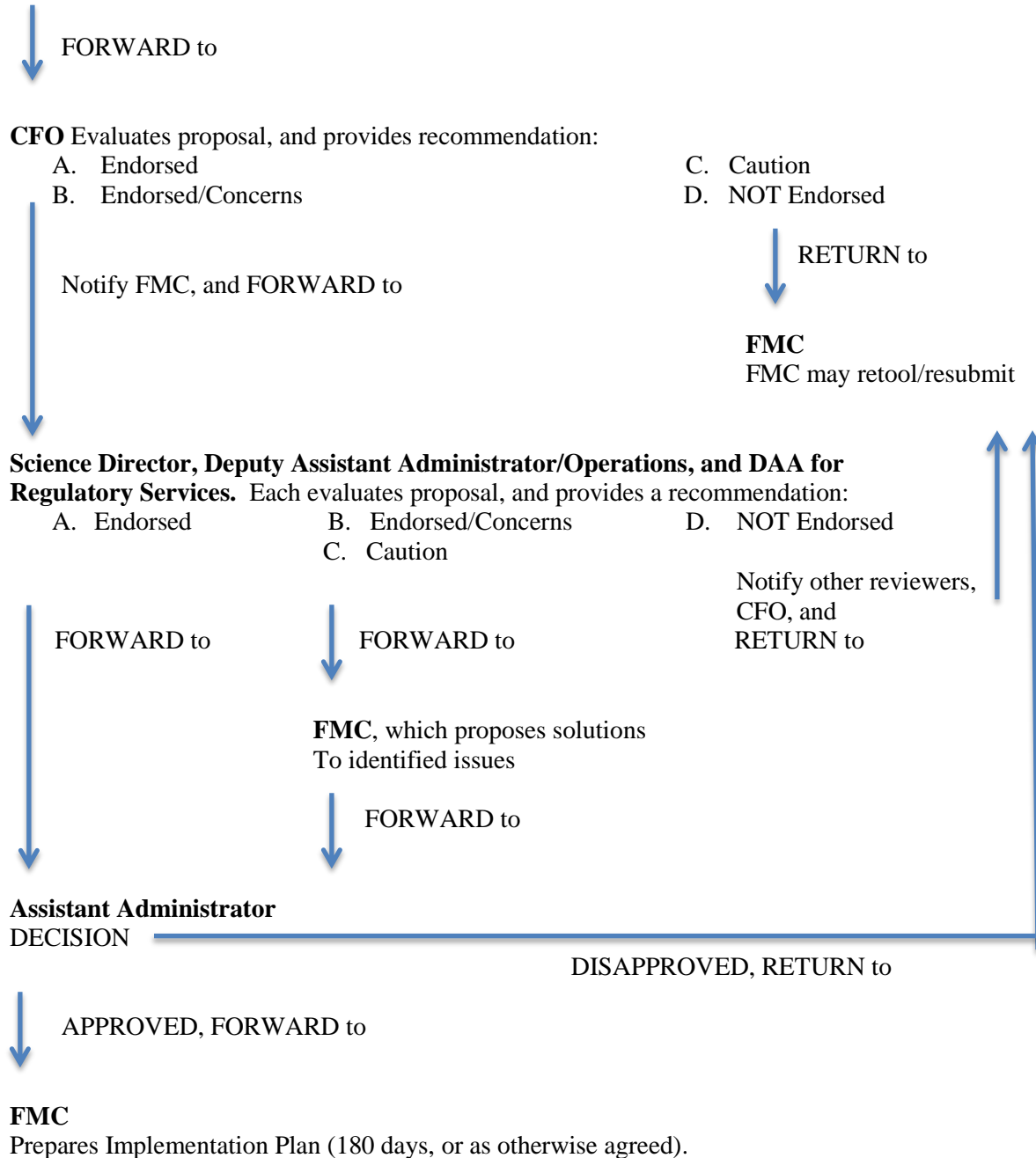
4. With endorsement by the CFO, Science Director, and DAA/O, the FMC Director will propose solutions for any outstanding issues identified and submit the request to the AA for decision.
5. If the AA approves the recommendation, the FMC Director must provide a full implementation plan within 180 business days, or as otherwise negotiated between the FMC and HQ. Any costs above those identified and agreed upon by headquarters are the sole responsibility of the FMC.

### References:

- Appendix A includes a decision tree diagram depicting the procedure steps.
- Appendix B provides the format and an example for a Decision Memorandum Request.

## Appendix A: Procedure Action/Decision Tree

**FMC** Prepares Decision Memo and addresses Policy, Budget, Facilities (including IT), Workforce, and stakeholder/historical/other issues.



## Appendix B: Decision Memorandum Request – Format and Example

Requests will include the following elements:

1. **SPECIFIC PROPOSAL** for decision, including programmatic summary and discussion of mission impacts.
2. **PERSONNEL.** This addresses personnel with respect to facility consolidation and requirements, including (as appropriate):
  - Position relocation/transfers
  - Position elimination
  - Other (e.g., labor relations requirements, VERA/VSIP, Telework/hoteling options, etc.)
3. **FINANCIAL:** NOAA financial investment to include current facility costs, projected future (stabilized) facility costs, one-time transition costs, and Return on Investment period. This includes consideration of IT resource impacts with proposal.
  - a. Identify proposed facility disposition:
    - Owned: The facility can be transferred/excessed (cost/timing).
    - Leased: The lease/occupancy agreement can be terminated (cost/timing).
    - No-Cost Agreement: Facility space.
  - b. Cost saving offsets: Will consolidation have facility build out/new or increased lease requirements at another location, increased energy costs, etc.? Will this proposal result in reduction of the NMFS facility footprint?
  - c. Transition costs: This includes, but is not limited to, the one-time costs at both site proposed for consolidation and any “receiving” site for personnel/programs. Examples of costs include facility/site remediation and equipment removal prior to transfer.
  - d. Identify sources for proposal costs.
4. **STAKEHOLDER/HISTORICAL/OTHER:**
  - a. Stakeholder/Constituent:
    - Assess consolidation impact to community, local economy. Is there known support or opposition for consolidation?
    - Have you completed consultations (e.g., Government, affiliates, education, industry, etc.)?
  - b. Historical:
    - Is there an historical presence defining the location affecting consideration?
    - Would terminating/relocating the program adversely affect the historical record?
  - c. Other:
    - Will this proposal result in reduction of the NMFS facility footprint?
    - Were other options considered/evaluated? Why was this option preferred?

MEMORANDUM FOR: Samuel D. Rauch, III  
Assistant Administrator for Fisheries (Acting)

FROM: Dr. Jeremy P. Smith  
Director, Gulf Coast Fisheries Science Center

SUBJECT: – Recommended Facility Closure of  
Great Bayou Laboratory (GBL), Port Isabel, Texas - DECISION  
MEMORANDUM

I intend, with your concurrence, to proceed with closure of the Great Bayou Laboratory (GBL). The Gulf Coast Fisheries Science Center (GCFSC) will develop an implementation plan. Initial estimated costs, pending an implementation plan, are \$XXX,XXX (\$XXX,XXX one-time, and \$XXX,XXX recurring).

Background:

The GBL is a government-owned facility. It consists of a main laboratory and four outbuildings on approximately 2.34 acres, located on the Gulf of Mexico in Port Isabel, Texas. The main lab building of 3200sf was constructed in 1968 and houses all of the 12 permanent FTE.

The GBL has two main scientific foci. Eight FTE conduct Gulf of Mexico turtle studies; work duplicative of the efforts of our Galveston laboratory. Two FTE are Office of Law Enforcement (OLE) staff, which are colocated for efficiency. The remaining two FTE are supervisory/administrative personnel. While issues affecting the turtle research vary slightly between the GBL and Galveston laboratories, there are significant scientific and economic efficiencies to be gained by consolidating the research.

Personnel:

- The scientific and supervisory/administrative staff (10 FTE) will be given directed reassignments to the Galveston lab. There is sufficient space in the Galveston lab to absorb these personnel.
  - Of this total, four FTE are retirement eligible. We anticipate 2-3 will retire rather than relocate.
  - Permanent Change of Station (PCS) costs are estimated at a one-time cost of \$600,000, or \$75,000/move.
  - There will be no positions eliminated. However, we will not backfill the supervisory and administrative positions on vacancy.
- The two OLE staff will remain in south Texas.

Financial: The estimated end-state costs are \$XXX,XXX. This creates an annual savings of \$XXX,XXX, and an estimated Return on Investment period of X years.

- The GBL is a government-owned facility. There are no lease costs. Operations and maintenance costs average \$76,000/year, covering HVAC, telecommunications, cleaning/landscape. Disposition of the GBL will be through excess property procedures.
- Space required for housing the two OLE personnel will offset savings. We have contacted U.S. Fish & Wildlife Service and Texas Department of Public Safety to check space availability.

Should space be available, NMFS may be able to secure space for as low as \$3,000/year (estimated). For comparison, commercial leased space in south Texas will require approximately \$10,000/year. Either option will have additional telecommunications costs.

- Remediation costs for the laboratory site are unknown. There are no known hazards, and the laboratory has no known history that would indicate necessary remediation. A National Environmental Protection Act (NEPA) study will provide definition to these costs. The study will be a one-time cost of ~\$25,000. Assuming no remediation, there are no additional costs to excess the GBL buildings and property.
- Additional one-time move costs for equipment are ~\$20,000 for equipment from GBL to Galveston and ~\$3,000 for OLE equipment. Finally, there is ~\$6,000 in space reconfiguration costs for the Galveston lab to accommodate the new staff from GBL.

Stakeholder: We have coordinated with local government and state wildlife officials and have received no adverse reaction. The population of Port Isabel is just over 5,000, so the closure's impact to the local population would be insignificant. However, the area is tourist based and the closure is not anticipated to impact the local economy. In addition, although Port Isabel is small, it is located within 15 miles of Brownsville. The Brownsville-Harlingen metropolitan area population is over 400,000, with foci on manufacturing and transportation. Therefore, the closure would have a negligible effect to the region. Since the GBL is not open to the public, there are no closure issues affecting public access.

The facility has no known historical, cultural, or community significance.

With your concurrence, I will submit an implementation plan within 180 days. The plan will provide specific steps to accomplish consolidation. It will adhere to applicable law, rule, and regulation. It will comply with labor requirements.